

BALLARD INTERBAY NORTHEAST MANUFACTURING
AND INDUSTRIAL CENTER (**BINMIC**)

January 28, 1998

With March 11, 1998 Addendum

BINMIC Planning Committee

THE PHASE TWO **BINMIC** PLANNING COMMITTEE

Representing Group	Name	Company
Ballard Chamber of Commerce	Mike Satterlee	Foss & Associates, Inc.
Burlington Northern Santa Fe	Bill Thompson	Burlington Northern Santa Fe
Fishing Business	Ban-y B. Ohai	Aleutian Spray Fisheries
Fishing Business Alternate	Bob Alverson	Fishing Vessel Owners Association
Industrial Business Owner	Don Hogue	Foss Maritime
Industrial Business Owner	Andrew Scott	NW Center for the Retarded
Industrial Business Owner Alternate	Phil Ballinger	Pacific Fish
Industrial Business Owner Alternate	Sallie Reynolds	Foss Shipyard
Industrial Business Owner Alternate	Jim Stewart	Foss Shipyard
Industrial Property Owner	Suzanne Burke	Fremont Deck Company
Industrial Property Owner	Charles Draper, Jr.	Draper Machine Works
Industrial Property Owner Alternate	Paul Schwitters	All Alaskan Seafood
Industrial Property Owner Alternate	Ned Flohr	Sea Truck North America
Industrial Service Business Owner	Warren Aakervik	Ballard Oil
King County Labor Council	Rich Feldman	Workers Center
Maritime Business Owner/Manager	Lars Matthiesen	Grasso, Inc.
Maritime Business Alternate	Ric Shrewsbury	Western Towboat, Inc.
Neighborhood Business Council	Eugene Wasserman	Neighbnrhnd Business Council
North Seattle Industrial Association	Steve Cory	Pacific Northwest Title
North Seattle hrd. Assoc. Alternate	Lnu Complita	Covich-Williams Company
Port of Seattle	Steve Elmer	Port of Seattle : Marine Planning
Port of Seattle	Dave Schneider	Port of Seattle
Puget Sound Metals Trade	Tim Elwell	Plumbers Union Local 32
Save Our industrial Lands	Adrian Perez	SOIL.
<i>Save Our</i> Industrial Lands Alternate	Brad Rice	SOIL
Seattle Marine Business Coalition	Lise Kenworthy	Seattle Marine Business Coalition
SMBC Alternate	Dennis Petersen	Ocean Spray Fisheries
Trucking Business Owner	Jim Miller	Ballard Transfer
Vessel Owner	Car-y Swasand	Aleutian Spray Fisheries
Vessel Owner Alternate	J i m Ferguson	Alaska Outport

CITY OF SEATTLE STAFF

Susan ~~Dch~~endorf, **Neighborhood Planning Office**
 Jill Novik, **Neighborhood Planning Office**
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Mami Heffron , P.E.	Heffron Transportation , Transportation <i>Subcontractor</i>
Kate Jancway	Nor-ton Arnold & Jancway , <i>Outreach Subcontractor</i>
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ADDENDUM TO BINMIC POLICIES AND PLAN

March 11, 1998

The **BINMIC** Planning Committee received 32 comment **letters on its final Plan**. The Planning Committee reviewed these letters, comments made at two validation hearings and an additional public **meeting**, and *City* responses to the policies and recommendations. Based on the public comments and **City** responses, the Planning Committee is proposing the following **changes**:

CHANGES **TO** POLICIES

ECONOMIC DEVELOPMENT POLICIES (Starting on page 9)

5th bullet, change to **read**:

Recognize that industrial businesses in the **BINMIC** have the right to enjoy the lawful and beneficial uses of their property.

10th bullet, **change to read**:

Support efforts to locate and attract appropriately skilled workers; particularly from adjacent neighborhoods to fill *family-wage jobs* in the **BINMIC**.

1 **1th bullet**, change to read: Support efforts to provide an educated and skilled labor work force for **BINMIC** businesses.

Add as new bullet the 8th bulletin the Regulatory Environment policies with the **following changes**:

Within the **BINMIC**, water-dependent **and** industrial uses **shall** be ~~the~~ highest priority use.

Add a new bullet to read

Within the **BINMIC**, support environmental **cleanup** levels for industrial **activity** that balance the lawful and beneficial uses of industrial property with environmental protection.

FREIGHT **MOBILITY** AND TRANSPORTATION POLICIES (Page 11)

1st bullet, change to read

Strive to improve **industrial** traffic flow to and **through** the **BINMIC**.

6th bullet, change to read:

Strive to provide adequate room in the street right-of-way for truck **loading** and maneuvering where it **will** not interfere with **industrial** traffic flow.

Add a new bullet to read:

Support preservation of **all** streets within the **BINMIC** and arterial access routes to the **BINMIC** for freight mobility. To accomplish this, support preservation of turning radii, visibility **and** sight lines, **clearance** **and** existing **lane** configurations..

Add a new bullet to read

Support commuting to work by **BINMIC** employees by bicycle and **walking**. For safety and operational reasons, however, support locating recreational and commuter through trails away from industrial areas.

Add a new **bullet** to read:

Support separation of mainline rail **traffic** from surface street **traffic** by designing and constructing bridges, where **feasible**, to improve safety for motorised and non-motorized transportation.

MARITIME AND FISHING INDUSTRY POLICIES (Page 35)

3rd bullet, change to read

Support efforts to measure, 'encourage, and promote ~~the~~ significant role of the **maritime** and fishing industries.

REGULATORY ENVIRONMENT POLICIES (Page 43)

8th bullet, move to Economic Development Policies, with modifications as noted

CHANGES TO SPECIFIC RECOMMENDATIONS

TRANSPORTATION (Starting on page 12)

T-4, add to end of second sentence:

The signs would **direct** drivers to *existing* City *designated* **principal arterials** and major **truck** streets.

T-8, change activity to read

Mercer corridor Improvements ***East of Seattle Center***. Continue to pursue major improvements in this corridor ***East of Seattle Center*** including: improved access between **SR99** and **Mercer street**; continued access between the **Mercer** Corridor and **Westlake** Avenue, and an improved connection from eastbound Denny Way to eastbound **Mercer Street**; *the recommendation does not include any changes to Mercer Place*.

T-10, change to read:

Burke-Gilman Trail Extension. **Support** the agreement included in Ordinance 118734 and "Resolution 29474 **regarding** the alignment for the **Burke-Gilman** Trail.

T-21, change to read

Design the Galer Street overpass” ramps such that, if the Galer Street rail crossing were to be closed to vehicular **traffic**, the new ramps would include bicycle *access and* would not significantly...

T-3 1, delete the recommendation

T-33, add to item c):

Providing RTA commuter rail station in the **BINMIC** *and ensure that regional and local rail freight mobility are not adversely impacted.*

add item d) ‘to read

d) The **City shall** work with King County Metro, the Port of Seattle, and the BNSF Railroad to explore the feasibility of a possible northward extension of the Waterfront Streetcar to serve **Immunex** at Terminal 88.

INDUSTRIAL LAND USE (Page 31)

L-2, Delete the existing recommendation, replace with the following’

In ~~the~~ land use code, change the name of the Industrial Buffer (**IB**) zone to Light Industrial. No changes other than the name of the zone shall be made.

L-3, delete the word “**future**”

REGULATORY (Page 43)

RG-2.2, change to read

Consider consistently including a condition of approval for **street** vacations in industrial areas that requires the initial development permit(s) for the vacated site be limited to the project proposed when the vacation is approved. This condition would be tied to a specific MUP number if there is an application pending at **DCLU**. If there is no DCLU application pending, DCLU can enforce the condition when permits **are** reviewed because the vacation **ordinance** is noted on DCLU land use maps The condition would not limit **changes** of use in the future since this procedure would only apply to the initial development permit(s).

RG-3, change to read

Shoreline Street Ends. Revise the text of the **City** policy regarding use of shoreline street ends in **industrial** areas (Resolution 29370) to strengthen the preference given to uses that support or are compatible with existing or proposed industrial development in **the BINMIC** *by prohibiting new public access projects on shoreline street ends within the BINMIC.*

RG-6, delete the recommendation.

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1. INTRODUCTION

The City of Seattle designated the Ballard Interbay Northend Manufacturing and Industrial Center (BINMIC) in 1994 through the adoption of its Comprehensive Plan, *Toward a Sustainable Seattle*. Comprising approximately 971 acres of waterfront and upland property northwest of downtown Seattle, the BINMIC was established to ensure that adequate accessible industrial land is available to promote a diversified employment base and sustain Seattle's contribution to regional high-wage job growth.

The BINMIC is one of only two such designated manufacturing and industrial centers in Seattle, the other being the Duwamish. The industrially zoned BINMIC is a thriving urban industrial center with a diverse mix of businesses, active turnover from incubation and business growth, and low vacancy rates. The area is home to more than 1,000 businesses and 16,000 employees. Approximately 560 of these businesses are considered industrial or manufacturing, and they provide jobs for some 10,000 workers. The BINMIC is also the home port of the North Pacific Fishing Fleet.

Despite the area's industrial and maritime character and historic success, the BINMIC faces many challenges. Rising land prices, inconvenient access to the area's interstate freeway system, the national and local economy's general shift away from manufacturing to services, and increased pressure from non-industrial businesses to locate in the BINMIC's waterfront and upland properties threaten the ability of the BINMIC to remain an industrial and manufacturing area. In addition, many of the smaller businesses in the BINMIC are growing quite rapidly. This growth often requires, expansion space, which may not be readily available or perhaps too costly. Thus, many successful industrial firms have been and may continue to be forced to move out of the BINMIC area. Because BINMIC businesses account for a significant percentage of Seattle's jobs and business and occupation taxes, the City cannot afford to risk losing the viability of this important area.

This Plan is noteworthy in being a comprehensive blueprint for industrial sustainability in an urban setting developed by the industrial community itself. It was developed out of the context of the State's Growth Management Act and the City's support of a citizen-based planning process. The Plan is also an innovative attempt to merge a community planning process with an environmental analysis under the State's Environmental

Protection Act and a programmatic environmental impact statement containing detailed technical analyses of all EIS elements is a companion to this document. In addition, the Plan establishes the economic development direction that will guide the BINMIC into the 21st century.

The BINMIC Planning Process

The City's neighborhood planning process was designed to be carried out in two phases: an organizing and issue identification phase and a planning phase. In late 1995 a group of BINMIC stakeholders came together to form an Organizing Committee and prepared an application to the City for funds to support an industrial area planning process. Phase I outreach and issue identification was carried out between May and October of 1996.

In preparation for Phase II, a Planning Committee was formed, comprised of business and property owners and representatives of business associations, labor, and community interests. Phase II of the BINMIC planning effort began in January, 1997. The result of Phase II is this BINMIC Plan and the related EIS that address the identified issues of concern and recommend to the City the actions needed to achieve the BINMIC goals. During the course of Plan development, extensive participation of BINMIC stakeholders was sought; neighboring communities were updated and invited to provide input; newsletters, describing the process were distributed widely, and public hearings were held to obtain comments on the EIS.

To help further define the BINMIC industrial community's business needs, specific focus groups were convened on several occasions between January and March 1997. These focus groups included more than 100 BINMIC stakeholders and were formed to discuss issues related to transportation, commercial fishing and maritime industries; environmental cleanup; land use and regulations, permitting and policies; and utilities and facilities in the BINMIC. A focus group was also conducted with City staff to help understand issues related to industrial development from the City's point of view.

Purpose of the BINMIC Plan

The BINMIC planning process and this Plan are intended to meet a number of purposes. One is to meet the City's Comprehensive Plan commitment to involve communities in the determination of their own future. While many planning and regulatory provisions governing

development are set in state laws (such as the Growth Management Act and the State Environmental Protection Act), the City of Seattle established a program in the belief that only by involving citizens and communities in determining their own future can the City remain a place where people are committed to live, work, and own property and businesses.

To understand the BINMIC Plan it is vital to understand and incorporate the economic, regulatory, and infrastructure factors that allow businesses to be successful and to continue to create jobs and generate revenues, especially in a manufacturing and industrial center where the community is comprised of business owners and workers. These many factors are identified in this Plan and, when made real through policies and investments, will form a solid foundation for continued health and prosperity of Seattle industry within the BINMIC.

Another key purpose of the BINMIC planning process has been to create a plan that supports a growth management policies set forth in both the King County and Seattle Comprehensive Plans. In keeping with the Growth Management Act, the City is required to coordinate its growth strategies with those of surrounding jurisdictions Policies and growth targets set out in the City's 1994 Comprehensive Plan meet and, in fact, exceed county-wide objectives. The BINMIC, in turn, must coordinate with and play its role in the larger whole. Specific objectives of the County and City documents¹ include the following:

- Achieve growth targets and other policies to encourage manufacturing and industrial retention and growth
- Prevent incompatible or competing land uses in industrial areas
- Improve access to industrial areas and transportation within these areas
- Encourage aggregation of smaller parcels of land into sites suitable for manufacturing and industrial Use
- Fund improvements to manufacturing and industrial areas.

In accordance with the growth management and land use policies in the King County and Seattle Comprehensive Plans, the City of Seattle² set three specific objectives for the future of the BINMIC which this Plan serves:

- Retain existing manufacturing and industrial businesses and land uses,
- Promote future manufacturing and industrial businesses and land uses, and
- Add at least 3,800 new high-wage jobs by the year 2014..

This Plan presents policies and detailed implementation actions recommended by the BINMIC Planning Committee to achieve these future goals and objectives established by the City of Seattle for this manufacturing and industrial area. This BINMIC Plan also presents the industrial community's vision of the future built on three core industry sectors: fishing and maritime, manufacturing and industrial, and high technology.

A final purpose of the Plan is that, from the beginning, it has been the intent of the BINMIC industrial community to have this Plan serve as a detailed blueprint for action. This Plan provides a series of specific policy objectives and related actions to ensure future vitality of the BINMIC and that threats to the industrial character of the BINMIC are lessened, appropriate investments in support of infrastructure are made in a timely fashion, and lines of communication between policy makers and the industrial community are improved and always open.

Organization of the BINMIC Plan

This BINMIC Plan is organized into three main sections

- This introductory section, which provides background on the Plan
- The second section discusses the principal issues directing the development of the plan, and presents the vision of BINMIC's future as contained in this Plan
- The third section provides the detailed policies and actions recommended to translate the preferred future into reality.

¹ Seattle's Comprehensive Plan. Toward a Sustainable Seattle. City of Seattle, adopted July 25, 1994 last amended November 18, 1996.

Countywide Planning Policies. King County Growth Management Planning Council, November 21, 1994.

² Seattle's Comprehensive Plan. Toward a Sustainable Seattle.

Accompanying this Plan is **an environmental** impact statement comprising three volumes. Volume 1 is the Final EIS. **Volume 2** contains responses to **comments on the Draft EIS from the** public comment period. Volume 3 contains the **EIS technical** appendices, including the **scoping document, focus group** and Planning Committee notes, Environmental Cleanup technical **report**, Land Use **Policy** and Public **Utilities** and Facilities **technical** report. Separate volumes on **the** Economic Analysis **Technical** Report and Transportation Technical Report are **also available**. Copies of these documents **are** available from and questions may be directed to:

City of Seattle
Neighborhood Planning Office
600" 4th Avenue, Room 200
Seattle, Washington '98104
(206) 684-8398

II. BINMIC PLAN AND VISION STATEMENT

Principal Issues Directing Development of the Plan

The BINMIC planning process began by considering a number of concerns and issues that were identified by business and property owners in the industrial area. There was a sense among knowledgeable stakeholders that the continued vitality and viability of the industrial area were threatened unless certain conditions could be changed or improved. This Plan and its accompanying EIS provide analysis of those issues and concerns and document that certain key policy and action items should, in fact, be undertaken to ensure that the City's goal of a continuing successful industrial area can be met.

The key issues of interest in the BINMIC that implementation of this Plan addresses include the following

Transportation Issues

- *Surface street mobility.* A number of key arterials in the BINMIC as well as access routes leading to the BINMIC and the adjacent neighborhoods are operating over capacity during peak periods and this condition will continue to deteriorate as the BINMIC grows and as jobs and workers are added. The proposed surface street mobility improvements will help ensure that the roadway system continues to serve the needs of freight and goods movements and workers commuting to jobs in the BINMIC.
- *Rail and marine intermodal movement.* The City of Seattle, Burlington Northern Santa Fe Railroad, and the Ballard Terminal Railroad (BTRC) have reached agreement for the Ballard Line corridor in which the City will grant the BTRC a 30 year franchise to operate on the railbanked Ballard Line. There is no cost to BTRC to obtain the franchise, but the BTRC must continue to provide freight service for the franchise for the franchise to remain in effect: must rehabilitate and maintain the track; and maintain minimum shipping levels. Commuter rail service on the mainline will soon be increased by operations of the Regional Transit Authority, and Ballard/Interbay is included as a provisional station. Marine traffic is affected by the conditions of the Ship Canal and Elliott Bay and related pier and

duck facilities. The proposed rail end marine related improvements are especially crucial to the continued viability of the fishing and maritime businesses in the BINMIC.

- *Truck Mobility.* Truck access to and through the BINMIC is critical and recommendations in the Plan foster the ability of businesses to receive and make truck deliveries, particularly in the Ballard area.

Land Use Issues

- *Retain Industrial uses.* The potential for large retail and other commercial operations to compete for limited land threatens the ability of the BINMIC to remain a vital manufacturing and industrial center in the future. While some commercial and retail services are needed in and near the BINMIC, policy changes are presented to preserve the integrity of the BINMIC as a manufacturing and industrial center.

City and State Regulatory Issues

- *Regulatory and permitting burdens on BINMIC businesses.* Regulatory and permitting are sometimes perceived as onerous and may cause growing businesses to leave the BINMIC. Recommendations for regulatory and policy changes, permitting modifications, and agency coordination efforts are included that help both business owners and City regulatory agencies understand each other more easily, leading to a more efficient and productive permitting process.
- *Environmental cleanup.* The high cost of cleanup of some industrial sites and the potential liability associated with some properties in the BINMIC are concerns and may prove to be a deterrent for new and expanding businesses in the area. A strategy is suggested which is intended to provide more certainty for existing business owners and others who might locate in the BINMIC in the future, and would help to protect human health and the environment.
- *Regulations affecting future development* There is a need for more clarity, consistency and coordination in implementation and enforcement of environmental and regulatory processes. Local planning and land use regulations often overlap with SEPA requirements and can cause increased costs

and time delays. Recommendations for improved regulatory and environmental processes have also been included.

This Plan outlines the Specific policy changes and actions that are needed to address these key issues and to ensure that City and community goals can be met. It is in the common interest of the City, the region and local stakeholders that the actions recommended in this Plan be swiftly implemented.

The BINMIC Vision: A Thriving Industrial Area

The BINMIC is a unique industrial environment comprised Of thriving businesses and high wage jobs that are essential to maintaining a healthy economy for Seattle and the region. While high technology jobs with highly educated employees are provided in the BINMIC, industrial jobs with benefits and career paths are also available to people with limited education or to non-English speaking worker-s. The BINMIC economic environment is an historically routed urban industrial neighborhood that coexists with surrounding commercial and residential neighborhoods. It is a vital place with its foundation in three industrial clusters: the fishing and maritime industry, small manufacturing and industrial operations, and an emerging high technology business base.

It is the vision of the business and property owners and workers of the BINMIC that this special place and its industries are preserved to thrive and prosper in the future while adapting to changing economic and demographic conditions. This vision of a thriving future industrial area is supported by the BINMIC and all City government departments. A thriving manufacturing and industrial area is also an incentive for workers to live close to their work place. High-wage jobs will provide the incentive for living in the surrounding residential areas. Workers living close to their work place also decreases the number of automobiles on the highways commuting to work from the outlying communities.

BINMIC businesses generate millions of dollars in business and tax revenues each year and provide thousands of family-wage jobs to a diverse work force which ranges from scientific researchers to those without a high school diploma or who speak English as a second language. Together, the City and property owners maintain and improve the conditions necessary for BINMIC's vitality, in particular the surface and marine infrastructure in support of industry. A key to the vision is enhancing the infrastructure to meet the needs of

current businesses and their expansion, and new businesses: freight mobility, public utilities, and greater efficiency in the permitting and regulatory processes. Each of the three - economic sectors in the BINMIC plays an important role in this modern industrial neighborhood; is a major contributor to the economy of the City and the region; and requires public and private support to flourish

- The fishing and maritime industry depends upon the BINMIC as its primary Seattle home port. To maintain and preserve this vital sector of our economy, scarce waterfront industrial land shall be preserved for water-dependent industrial uses and adequate uplands parcels shall be provided to sufficiently accommodate marine-related services and industries.
- Existing and new small manufacturing and industrial businesses are located on smaller parcels. Many of these businesses support the larger manufacturing and industrial BINMIC businesses. Small industrially zoned parcels shall be preserved for industrial uses and the assembly of the smaller parcels to accommodate the growth of existing BINMIC businesses shall be facilitated.
- The future of advanced technology industry is promoted in the BINMIC on parcels not suitable for water-dependent use and where urban transportation connections for commuters are adequate.

The BINMIC plan focuses on promoting and retaining industrial land for industrial uses and enhancing freight mobility and industrial infrastructure throughout the BINMIC, yet the Plan also strives to balance manufacturing and industrial interests with those of the surrounding neighborhoods.

The Basis of the BINMIC Plan

Early in Phase II of the planning effort, the BINMIC Planning Committee developed three scenarios of how the economic base of the area could change to meet its goals of maintaining and promoting the industrial nature of the BINMIC and attaining the established 20-year employment target. The three scenarios envisioned a fishing and marine emphasis, a small manufacturing and industrial emphasis, and a high technology emphasis. While each scenario differed in its economic development emphasis, it recognized and assumed that other types of business development would also take place. The scenarios were useful, however, for conducting in-depth

analyses of the implications of different kinds of growth and different land uses, and they were used in the development of the environmental impact statement that accompanies this Pkm.

These analyses also yielded an important conclusion, namely that regardless of which kinds of industrial businesses predominate in the future, a substantial number of common improvements will be needed if the industrial area is to remain healthy and flourish. The Plan was ultimately crafted out of the planning and analysis process, and incorporates elements of all three scenarios as studied and presented in the Final EIS. It is also based on the vision of the future as articulated by the Planning committee.

The BINMIC Plan assumes a mix of each of the three sectors (as discussed in the scenarios) that comprise the current BINMIC: fishing and marine, small and large manufacturing and industrial uses, and high technology. However, with the exception of retaining the shoreline for water dependent uses, the Plan does not attempt to specify any amounts, types, or locations of uses. The planning and environmental analysis conducted for the BINMIC Planning Committee identified numerous issues and improvements that will be needed regardless of how the BINMIC economy evolves. These issues involve transportation, land use, regulatory and policy changes, environmental cleanup, and utilities and public services that must be addressed in any envisioned future.

The Plan recommends policies and actions that will support the continued diverse mix of industrial uses that evolves based on future economic conditions, the unique geography of the BINMIC, and the decisions of the many individual workers, property owners and businesses acting in response to a healthy marketplace. While the Plan assumes that none of the three industry-fused scenarios would be emphasized over any other, there is still a need for action. While the market will generally dictate how the BINMIC area develops over the next 20 years, the actions proposed in this Plan will be needed if the City's and the BINMIC stakeholder's objectives are to be achieved. If no long term action were undertaken, jobs would most likely still be created in the BINMIC; the City's employment goals for the area, however, may or may not be met, and the opportunity for developing high wage industrial jobs could be lost. If the Plan is not implemented the types of businesses (and the jobs they provide) that would locate in the BINMIC, maintaining the area as an industrial and manufacturing center, and the unique and historic character of the BINMIC would be more difficult to assure.